

## **Vermont Mental Health Performance Indicator Project**

DDMHS, Weeks Building, 103 South Main Street, Waterbury, VT 05671-1601 (802-241-2638)

### MEMORANDUM

TO: Vermont Mental Health Performance Indicator Project  
Advisory Group and Interested Parties

FROM: John Pandiani and Monica Simon

DATE: April 9, 2004

RE: Adult Outpatient Criminalization/Diversion

The March 26, 2004 PIP examined the degree of criminalization/diversion of adults receiving services for serious mental illness in Vermont ([www.ddmhs.state.vt.us/docs/pips/2004/pip032604.pdf](http://www.ddmhs.state.vt.us/docs/pips/2004/pip032604.pdf)) prompted a number of requests for further analysis. One of those (from Julie Tessler, Executive director of the Vermont Council of Developmental and Mental Health Services) requested a similar analysis of levels of criminalization/diversion for clients of Adults Mental Health Outpatient Programs (AOP). CRT programs serve adults with serious mental illness while AOP programs serve adults who do not have serious disabilities, but who are experiencing emotional, behavioral, or adjustment problems severe enough to warrant professional attention. The attached graphs and table provide the results of our application of the criminalization/diversion analysis to individuals served by AOP programs during FY 2001-2003, the same time period covered by the previous analysis.

As you may recall, our indicator of criminalization/diversion is based on comparisons of incarceration rates and rates of criminal charging for service recipients and comparable rates for the general population of Vermont. The current analysis focuses on AOP clients (N=7,022 per year) and adults in the general population (N=461,304). Computation of this indicator involves a three step process. First, incarceration rates and rates of criminal charging are determined for both groups. Three data sets, each of which includes the date of birth and gender of all individuals represented, are involved in this computation. The second step in the computation involves the determination of relative rate of incarceration for both groups by dividing the incarceration rates by the rates of criminal charging. The final step of the computation involves dividing the relative rate for service recipients to the relative rate for the general population. The resulting "criminalization index" provides a simple indicator of the way in which the criminal justice system processes service recipients.

We will interpret results of this computation that are not significantly different from 1.0 as indicating equitable treatment of mental health service recipients. We will interpret results of this computation that are significantly greater than 1.0 as indicating that the criminal justice system "criminalizes" mental health service recipients. We would interpret results of this computation that were significantly less than 1.0 as describing a criminal justice system that practices "diversion" of mental health service recipients.

As you will see, AOP service recipients' rates of criminal charging and incarceration were substantially higher than those for the general population. Nevertheless, the Criminalization Index indicates that AOP service recipients as a whole were not significantly different from the general population in terms of relative involvement in the criminal justice system. This contrasts with our previous finding that adults with serious mental illness (CRT clients) were significantly and substantially more likely to experience greater relative involvement in the criminal justice system than members of the general population. Considered as a whole, adults in treatment for serious mental illness in Vermont may be characterized as experiencing "criminalization" while adults with less serious disorders do not.

In terms of major demographic categories, the degree of criminalization AOP service recipients were statistically significant for only two of our eight demographic groups (men overall, and young men in particular) and these were less than 40% different from the general population. The degree of criminalization for adults with serious mental illness was statistically significant for four of our eight demographic categories (women overall, young adults overall, and both men and women in the young adult age group) and these were between 75% and 120% greater than the general population.

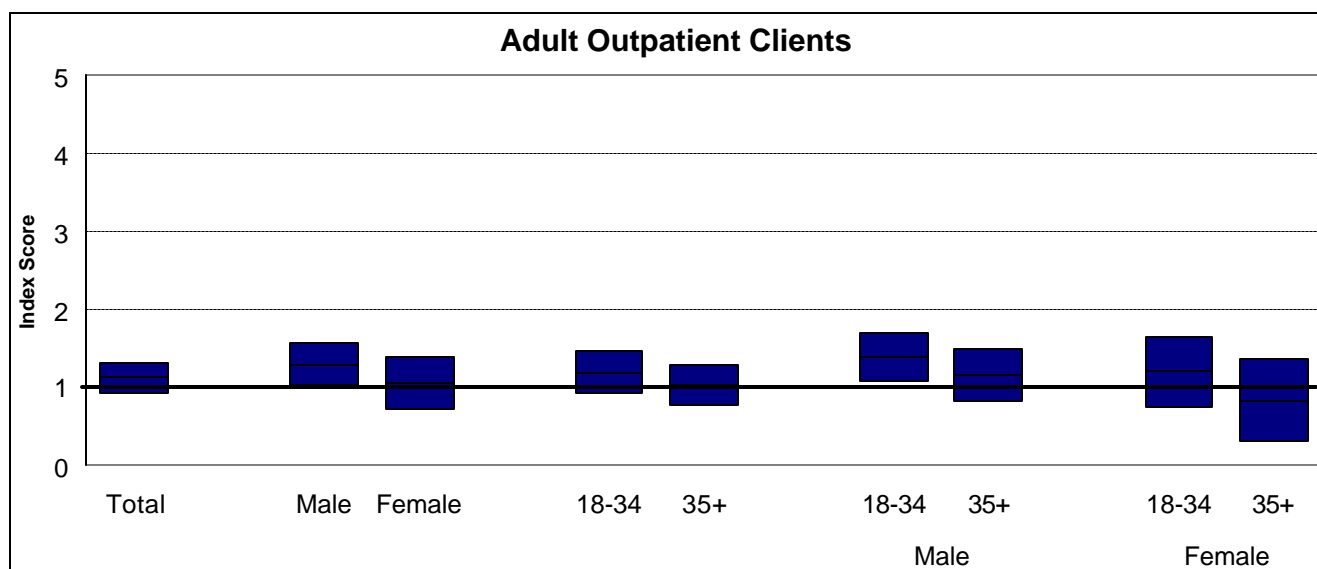
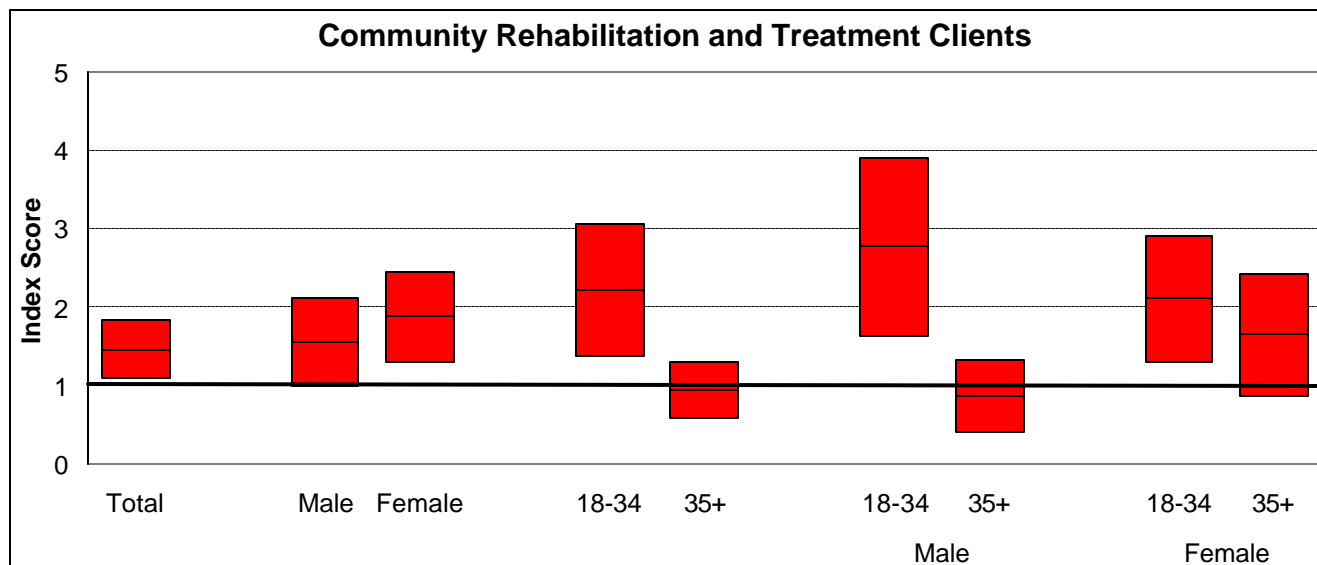
It is interesting to note that the greater level of criminalization for adults with serious mental illness is not due to higher incarceration rates for CRT clients. The incarceration rates for CRT and AOP clients are almost identical. The higher level of criminalization for CRT clients occurs because CRT clients are equally likely to be incarcerated even though they are substantially less likely to be charged. This is most evident with regard to young men, where CRT clients are much less likely than AOP clients to be charged (13% vs. 23%), but their incarceration rate is not significantly different from AOP. Young women present the major exception to this rule. Young female CRT clients are more likely to be charged with a crime than young female AOP clients (14% vs. 10%), and are more likely to be incarcerated than the AOP clients (7% vs. 3%). As a result, there is no difference in the criminalization indicator for the two groups.

We look forward to your comments regarding this analysis, your interpretation of the findings, and to more suggestions for further analysis. As always, you can reach us at [pip@ddmhs.state.vt.us](mailto:pip@ddmhs.state.vt.us) or 802-241-2638.

# Criminalization Index

## Community Rehabilitation and Treatment and Adults Outpatient Clients

### Vermont: FY 2001 - FY 2003



Criminalization Index**	Total	Male		Female		Male		Female	
		18-34	35+	18-34	35+	18-34	35+	18-34	35+
CRT	1.45 ± 0.4	1.55 ± 0.6	1.87 ± 0.6	2.21 ± 0.8	0.93 ± 0.4	2.76 ± 1.1	0.86 ± 0.5	2.10 ± 0.8	1.64 ± 0.8
Adult Outpatient	1.13 ± 0.2	1.30 ± 0.3	1.06 ± 0.3	1.20 ± 0.3	1.04 ± 0.3	1.38 ± 0.3	1.16 ± 0.3	1.20 ± 0.4	0.83 ± 0.5

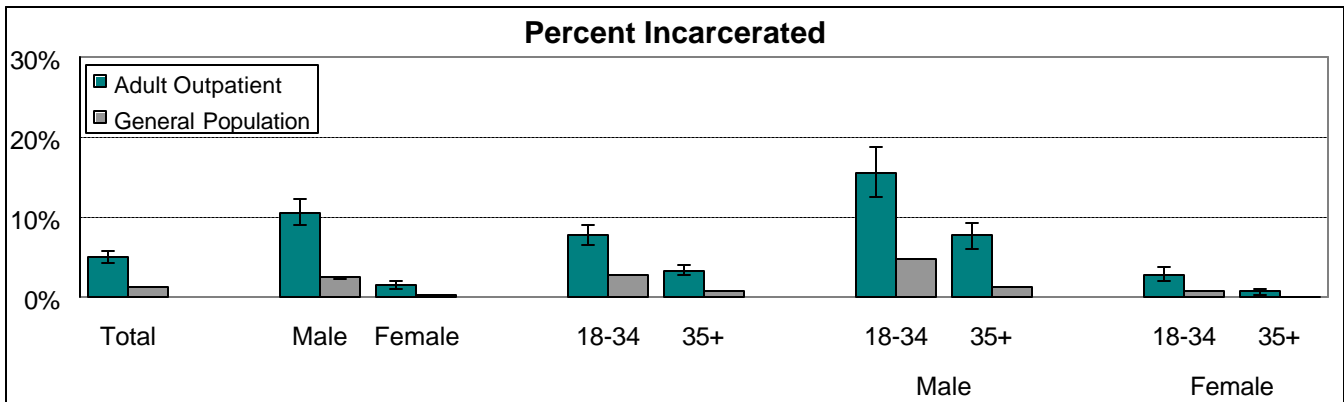
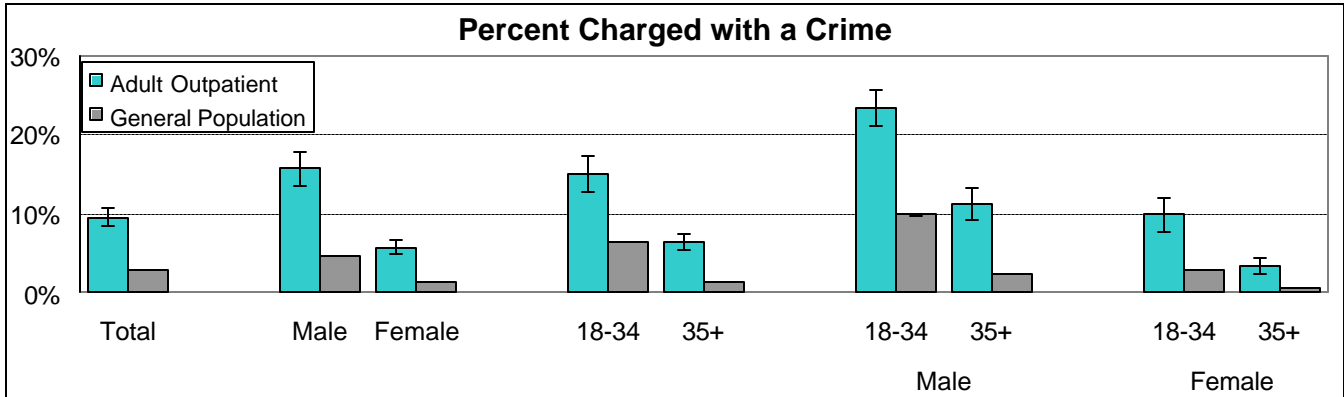
Analysis is based on extracts from Monthly Service Reports submitted to DDMHS by the community mental health centers, Department of Corrections, and the Center for Justice Research. The extract from the MSR database included basic information about all individuals served by an Adult Outpatient program (AOP) or Community Rehabilitation and Treatment (CRT) Programs for adults with serious mental illness who were 18 years of age or over. The extract for the Department of Corrections included basic information about all individuals who were incarcerated in the state of Vermont. The extract for the Center for Justice Research included basic information about all individuals who were charged with a crime in the state of Vermont. Because these data sets do not share unique person identifiers, Probabilistic Population Estimation (PPE) was used to estimate the unduplicated number of people in each data set and the unduplicated number of people shared across data sets. Population estimates for adult Vermont residents were obtained from the 2000 Census.

\*\*Criminalization Index (CI) is the relative rate for clients divided by the relative rate for the general population. A CI not significantly different from 1.0 indicates equitable treatment of adults served by a mental health program, a CI significantly greater than 1.0 indicates that the criminal justice system "criminalizes" adults served by a mental health program, and a CI significantly less than 1.0 as describing a criminal justice system that practices "diversion" of adults served by a mental health program.

# Criminal Charge and Incarceration Rates

## Adult Outpatient Clients and the General Population

### Vermont: FY 2001 - FY 2003



	Total	Male	Female	18-34	35+	Male		Female	
						18-34	35+	18-34	35+
Adult Outpatient									
# Served	7,022 ± 31	2,691 ± 16	4,331 ± 26	2,610 ± 20	4,412 ± 23	992 ± 11	1,698 ± 13	1,618 ± 18	2,714 ± 20
% Charged	10% ± 1%	16% ± 2%	6% ± 1%	15% ± 2%	6% ± 1%	23% ± 2%	11% ± 2%	10% ± 2%	3% ± 1%
% Incarcerated	5% ± 1%	11% ± 2%	2% ± 0%	8% ± 1%	3% ± 1%	16% ± 3%	8% ± 2%	3% ± 1%	1% ± 0%
Relative Rate*	0.53 ± 0.1	0.68 ± 0.1	0.26 ± 0.1	0.52 ± 0.1	0.54 ± 0.1	0.67 ± 0.1	0.70 ± 0.2	0.29 ± 0.1	0.22 ± 0.1
General Population									
Total Adults	461,304	222,606	238,698	131,153	330,151	65,821	156,785	65,332	173,366
% Charged	3% ± 0%	5% ± 0%	1% ± 0%	6% ± 0%	1% ± 0%	10% ± 0%	2% ± 0%	3% ± 0%	1% ± 0%
% Incarcerated	1% ± 0%	2% ± 0%	0.3% ± 0%	3% ± 0%	1% ± 0%	5% ± 0%	1% ± 0%	1% ± 0%	0.2% ± 0%
Relative Rate*	0.46 ± 0.0	0.53 ± 0.0	0.25 ± 0.0	0.43 ± 0.0	0.52 ± 0.0	0.49 ± 0.0	0.60 ± 0.0	0.24 ± 0.0	0.26 ± 0.0
Criminalization Index**	1.13 ± 0.2	1.30 ± 0.3	1.06 ± 0.3	1.20 ± 0.3	1.04 ± 0.3	1.38 ± 0.3	1.16 ± 0.3	1.20 ± 0.4	0.83 ± 0.5

Analysis is based on extracts from Monthly Service Reports submitted to DDMHS by the community mental health centers, Department of Corrections, and the Center for Justice Research. The extract from the MSR database included basic information about all individuals served by an Adult Outpatient program (AOP) who were 18 years of age or over. The extract for the Department of Corrections included basic information about all individuals who were incarcerated in the state of Vermont. The extract for the Center for Justice Research included basic information about all individuals who were charged with a crime in the state of Vermont. Because these data sets do not share unique person identifiers, Probabilistic Population Estimation (PPE) was used to estimate the unduplicated number of people in each data set and the unduplicated number of people shared across data sets. Population estimates for adult Vermont residents were obtained from the 2000 Census.

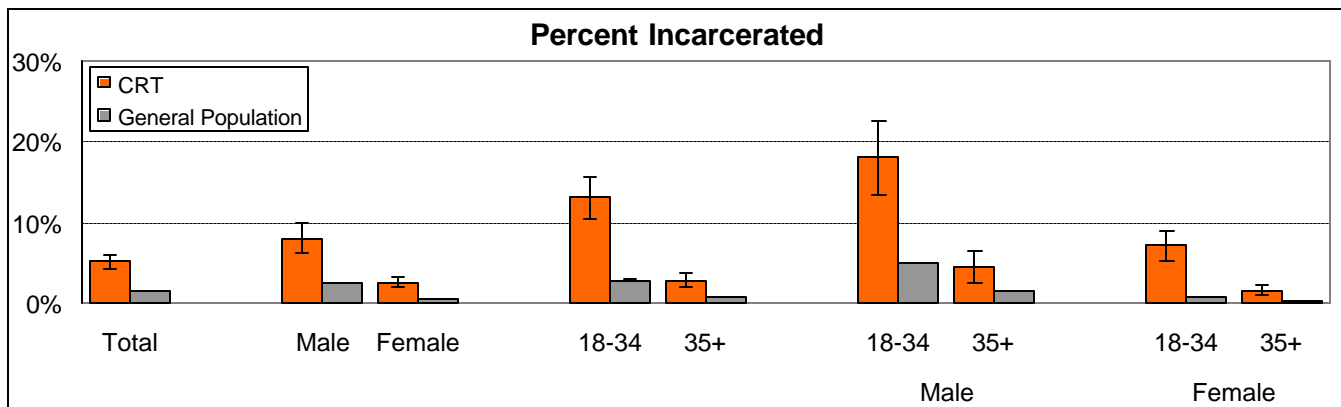
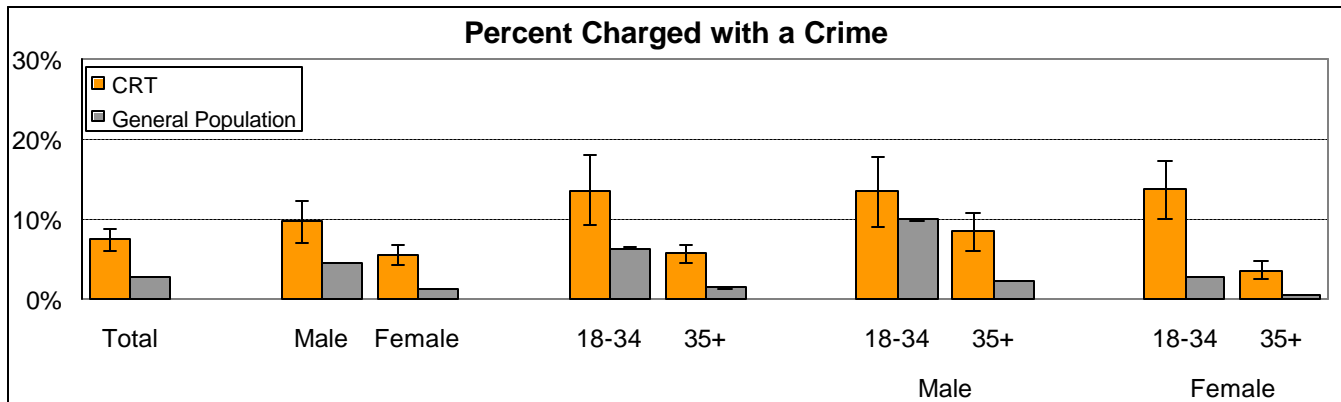
\* Relative Rate is the rate of being incarcerated divided by the rate of being charged with a crime.

\*\*Criminalization Index (CI) is the relative rate for AOP clients divided by the relative rate for the general population. A CI not significantly different from 1.0 indicates equitable treatment of individuals served by adult outpatient programs, a CI significantly greater than 1.0 indicates that the criminal justice system "criminalizes" individuals served by adult outpatient programs, and a CI significantly less than 1.0 as describing a criminal justice system that practices "diversion" of individuals served by adult outpatient programs.

# Criminal Charge and Incarceration Rates

## Community Rehabilitation and Treatment Clients and the General Population

### Vermont: FY 2001 - FY 2003



	Total	Male		Female		Male		Female	
		18-34	35+	18-34	35+	18-34	35+	18-34	35+
<b>CRT</b>									
# Served	3,192 ± 14	1,467 ± 9	1,725 ± 11	701 ± 6	2,491 ± 13	382 ± 4	1,086 ± 8	319 ± 4	1,406 ± 10
% Charged	7% ± 1%	10% ± 3%	5% ± 1%	14% ± 4%	6% ± 1%	13% ± 4%	8% ± 2%	14% ± 4%	4% ± 1%
% Incarcerated	5% ± 1%	8% ± 2%	3% ± 1%	13% ± 3%	3% ± 1%	18% ± 5%	4% ± 2%	7% ± 2%	2% ± 1%
Relative Rate*	0.67 ± 0.2	0.81 ± 0.3	0.47 ± 0.1	0.96 ± 0.4	0.48 ± 0.2	1.34 ± 0.6	0.52 ± 0.3	0.51 ± 0.2	0.43 ± 0.2
<b>General Population</b>									
Total Adults	461,304	222,606	238,698	131,153	330,151	65,821	156,785	65,332	173,366
% Charged	3% ± 0%	5% ± 0%	1% ± 0%	6% ± 0%	1% ± 0%	10% ± 0%	2% ± 0%	3% ± 0%	1% ± 0%
% Incarcerated	1% ± 0%	2% ± 0%	0.3% ± 0%	3% ± 0%	1% ± 0%	5% ± 0%	1% ± 0%	1% ± 0%	0.2% ± 0%
Relative Rate*	0.46 ± 0.0	0.53 ± 0.0	0.25 ± 0.0	0.43 ± 0.0	0.52 ± 0.0	0.49 ± 0.0	0.60 ± 0.0	0.24 ± 0.0	0.26 ± 0.0
<b>Criminalization Index*</b>	1.45 ± 0.4	1.55 ± 0.6	1.87 ± 0.6	2.21 ± 0.8	0.93 ± 0.4	2.76 ± 1.1	0.86 ± 0.5	2.10 ± 0.8	1.64 ± 0.8

Analysis is based on extracts from Monthly Service Reports (MSR) submitted to DDMHS by the community mental health centers, Department of Corrections, and the Center for Justice Research. The extract from the MSR database included basic information about all individuals served by a Community Rehabilitation and Treatment program for adults with severe and persistent mental illness who were 18 years of age or over. The extract for the Department of Corrections included basic information about all individuals who were incarcerated in the state of Vermont. The extract for the Center for Justice Research included basic information about all individuals who were charged with a crime in the state of Vermont. Because these data sets do not share unique person identifiers, Probabilistic Population Estimation (PPE) was used to estimate the unduplicated number of people in each data set and the unduplicated number of people shared across data sets. Population estimates for adult Vermont residents were obtained from the 2000 Census.

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